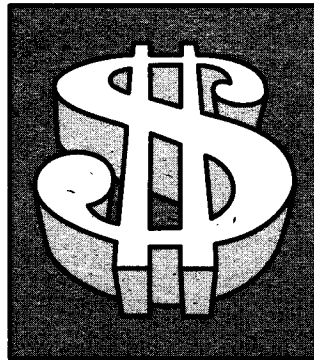
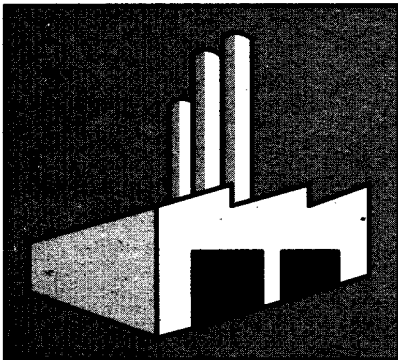
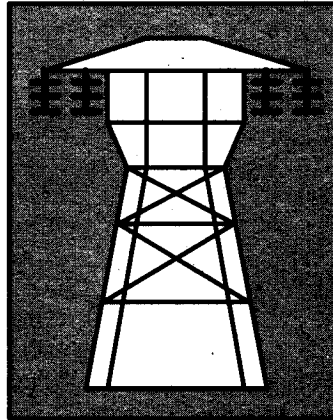
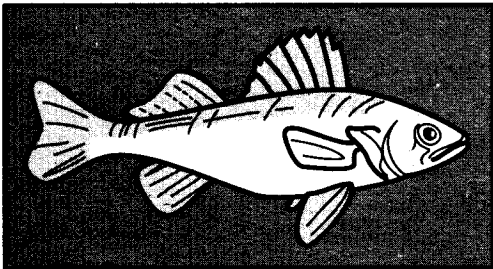
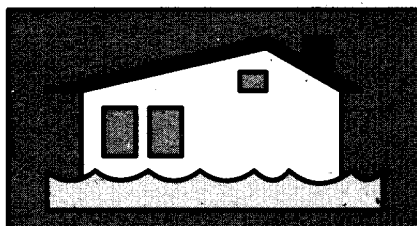
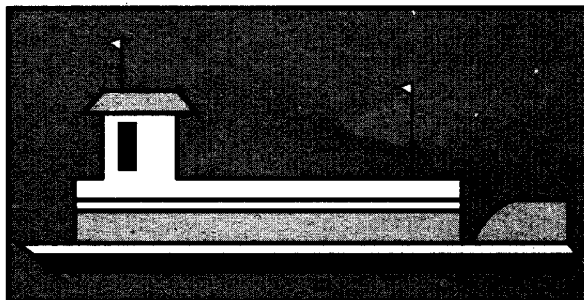
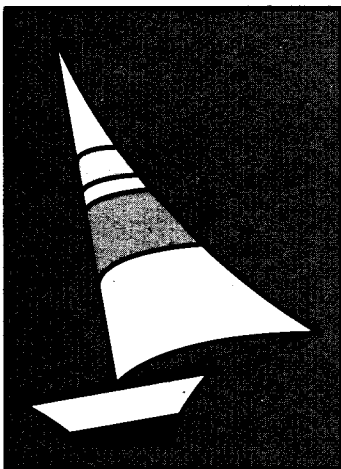


# Missouri River Planning Recommendations



DEVELOPED BY  
**The Missouri River  
Basin Association**  
and Representatives  
of Missouri River Users  
Throughout the Basin



**April 1998**

# Preamble

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*The following recommendations were developed by the Missouri River Basin Association and others throughout the basin as part of a plan to help enhance the economic and environmental uses of the Missouri River. They comprise a portion of an overall river operating plan for the Missouri the Association is developing.*

*Future Association planning efforts will address strategies for water conservation during below normal runoff years. To maximize benefits for the entire basin, a plan that is directed toward water conservation will help achieve long-term, reliable flows for navigation; enhance fish, wildlife, and recreational opportunities; assist in maintaining water quality; contribute towards a stable water supply for municipal, agricultural, and industrial uses; benefit hydropower production; and maintain flood control as an important project purpose. The development of such a strategy is a top priority for the Association, and its Directors will address the issue of drought management in its future planning efforts.*

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# Planning Process Summary

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The following document summarizes the recommendations developed by the Missouri River Basin Association after an extensive planning effort over the past two years that utilized input from citizens throughout the basin.

The Missouri River Basin Association (MRBA) is a coalition of the basin's states and Indian tribes. The tribes are represented in the Association by the Executive Director of the Mni Sose Tribal Water Rights Coalition. The states participate through a governor-appointed representative from each of the following states: Iowa, Kansas, Missouri, Montana, Nebraska, North Dakota, South Dakota, and Wyoming.

In 1994, the Corps of Engineers (Corps) published the results of its extended review of the Master Water Control Manual for the Missouri River (Master Manual). In the document, the Corps recommended several changes in the way it managed the river. Some of the changes were controversial, and the document failed to achieve public approval.

Late that year, the Corps asked the MRBA Directors to develop elements of a Missouri River operating plan that would meet with broader approval. In response, the Directors of the Association began an extensive

planning effort in 1995. They hired facilitators from The River Group to help them design a process that would lead to a consensus on at least certain elements of a river operating plan.

The MRBA Directors agreed on several issues early in the process. One point of agreement was that the basin needed to have in place an extensive environmental monitoring program. The Association asked the Missouri River Natural Resources Committee to develop a draft monitoring program for the basin; that document has been drafted and is available for comment.

The Directors also agreed that the Corps and other agencies need to involve the basin's Indian tribes to a greater degree in planning activities.

Finally, the Directors agreed that the spring rise (an increase in springtime reservoir releases to simulate the flows that existed before the dams were built) proposed by the Corps is not the best method for addressing habitat concerns.

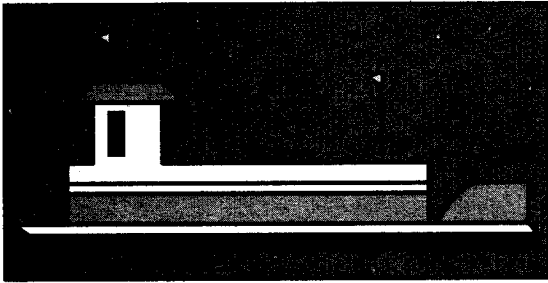
The MRBA Directors organized a basinwide conference in Bismarck, North Dakota in June 1996, to solicit feedback from people who would be affected by any plan for the Missouri River. Approximately 120

people attended the conference, and the participants produced nearly 80 pages of recommendations for MRBA's consideration. The MRBA Directors spent several months reviewing results of the Bismarck conference.

Then, during the spring of 1997, the MRBA Executive Director met with ad hoc committees representing the following five interests in the river: navigation; recreation; fish and wildlife concerns; bank stabilization and agriculture; and municipal and industrial water supply. The MRBA Directors felt that the hydropower recommendations that came from the June 1996 Bismarck Conference did not need elaboration, so there was no follow-up meeting with the hydropower committee.

After working through the Bismarck Conference and the following committees' suggestions, the MRBA Directors drafted a set of recommendations that was the focus of a second MRBA-sponsored basinwide event, this one held in Kansas City in November 1997.

The MRBA Directors used input from the Kansas City Conference to develop the document that follows. Readers should note that in the months that follow, the MRBA Directors will also develop recommendations on drought flows for the river system.



# Navigation Recommendations

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The MRBA recognizes that the highest priority for the navigation industry, which includes barge and terminal operators and shippers, is to receive long term reliable flows in the river channel. In order to plan and schedule business activities for any given upcoming navigation season, river users need to know with as much lead time as possible how long the season will be and how deep the channel will be. The lack of reliable flows is one reason shipping tonnage is so far below anticipated levels, and building more reliability into the flows will help the industry enhance the economy of the region.

Navigation representatives want to enhance shipping on the Missouri River. However, they do not want to do so at the expense of other uses of the river. Indeed, the members of the Navigation Committee support measures to enhance fish and wildlife habitat, recreation, and other uses of the river, provided 1) those measures are supported by affected landowners and; 2) the measures will not damage the integrity of the navigation channel.

There is usually enough water in the system to support a full navigation season with full flows. Unfortunately, there have been and will be times when drought limits the amount of water available for navigation, recreation, fish and wildlife, and other uses of the river. Listed below are some recommendations for the Corps that will help build reliability into the system, give the river users as much business planning lead time as possible, minimize conflicts between navigation and other uses of the river, and enhance the region's economic base.

■ When low flows are going to adversely affect navigation, the Corps of Engineers should meet with all affected interests, including navigation, to determine whether to shorten the season or reduce flows, and by how much. It is important to navigators to be a part of the decision-making and communication process. Therefore, navigators should identify and communicate industry needs to the Corps.

■ When there is enough water to meet the needs of all uses, the Corps should commit as early as possible to flows that would support a 9 foot draft,

and the opening date for the navigation season should be March 7 at Sioux City and March 16 at the river's mouth. The Missouri River Basin Association recognizes that the amount of available water depends upon the snowpack, and that snowpack levels are impossible to accurately determine early in the year. However, MRBA recommends that the Corps should announce the navigation season length and supporting flows no later than March 1 of every year, and earlier if possible. Once the Corps has announced an opening date, it should stick to that date unless it is precluded by

extraordinary events. If there is enough water and suitable weather to open the season early, the U.S. Coast Guard should participate in the early opening of the river to navigation.

■ The Corps, in partnership with navigators and fish and wildlife officials, should initiate an "avoid and minimize" program on the lower Missouri River. The purpose of the program would be to help the navigation industry operate with minimal impact on the river's fish and wildlife resources and habitat. The program should include, among

other things, mooring cells that allow barge operators to tie up boats in the water at terminals rather than against the banks. The Mississippi River has an avoid and minimize program in place that could serve as a model for the Missouri. The MRBA and the Corps should organize a committee representing navigation, fish and wildlife, and agricultural interests, that will work with the Corps to develop suggestions for an avoid and minimize program similar to the one on the Mississippi River. The same committee could advise the Corps on structural changes to the system that would provide environmental as well as navigation benefits.

■ The Corps should conduct its operation and maintenance (O&M) activities on the navigation channel to provide environmental benefits and the economic returns that come with enhanced wildlife habitat in the river corridor. The Corps could use notched dikes, wing dike modifications, and other engineering solutions to protect and enhance in-channel aquatic habitat. It should not do this at the expense of navigation or flood protection for private property along the river. Good communication and technology transfer between Corps division and district offices will help build upon existing successes in this area. Monitoring may be necessary to determine the effects of the engineering changes.

■ The Corps' budget contains a line item expense for maintenance of the Missouri River navigation channel. In reality,

this expense also covers the cost of maintaining the bank stabilization project on the lower Missouri River (authorized by the Missouri River Bank Stabilization and Navigation Act). Bank stabilization projects provide millions of dollars of benefits to the lower basin in addition to navigation, and these benefits need to be figured into the equation when Operation & Maintenance (O&M) expenses on the lower Missouri River are calculated. Therefore the Missouri River Basin Association recommends that the Corps identify separately and publish both O&M expenses for maintenance of the navigation channel and maintenance of the bank stabilization structures. This change reflects reality and is an adjustment to the characterization of expenses, not necessarily a change in the overall budget. The Corps' annual February budget summary document should reflect these changes.

■ To enhance safety and to prevent groundings, the Corps should work with the U.S. Coast Guard to mark the navigation channel with buoys in places where channel location is difficult for navigators to determine. The Corps should also repair and improve the structures that stabilize the river. Many of the river's dikes, wing-dams, and closing structures are in disrepair. The Corps should use existing O&M money to improve structures while also improving the river's wildlife habitat. To implement this recommendation, the Coast Guard should appoint a

representative to meet with the small committee of barge operators. All concerns about safety and maintenance of the channel should be funneled through the committee. The Corps should inventory the number and type of safety and maintenance complaints it receives and better communicate its rationale for decisions about money spent on or withheld from safety and maintenance concerns. These channel improvements should be a high level funding priority.

■ The Corps and Congress should acknowledge that navigation benefits accrue from both the national and regional economic activities. An evaluation of national economic impact is appropriate for large scale expenditures of federal money. However, changes in Missouri River operations will certainly impact regional economies as well. This is both a regional and national issue and decisions should be based on both regional and national economic impacts.

■ As part of its operation and maintenance practices, the Corps should determine if authorizing legislation allows it to and, if so, promptly remove rip rap that has fallen into the river at terminal ports and stabilize the banks there. This will improve the operating efficiency of the terminals along the lower river. If the Corps lacks such authority, the association should help the Corps acquire it.

■ The navigation industry and the Corps should work together to identify and support

capital improvements, research, and other technological enhancements to navigation on the Missouri River. For example, Congress should fund research into more efficient barge and tow boat designs that draw less water. To accomplish this recommendation, the Corps should convene a meeting with members of the navigation industry.

■ The Corps of Engineers should assign a navigation contact person within the Missouri River Region office in Omaha.

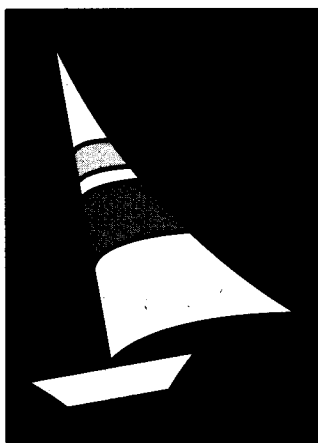
■ Other general considerations to enhance Missouri River navigation are to:

- Seek and integrate input from agricultural producers in all areas of recommendations.

- Emphasize collaborative strategies and partnership opportunities with other users of the Missouri River.

- Find ways for the Corps to increase flexibility within the constraints of the Master Manual.

- Incorporate habitat conservation measures in the operation of the system, where possible.



## Recreation Recommendations

The highest priority for reservoir-based recreation is the establishment of acceptable minimum pool levels and conservation measures that protect fisheries, recognize the importance of recreation, and protect water quality. Improved access to the river segments and reservoirs via trails and acquisition programs would provide more recreational opportunities, thus benefiting the entire basin. These and other activities listed below would help transform the river into a magnet that would draw people to the area.

■ The Corps should establish the policy of unbalancing reservoir levels in drought to maintain a good spawn of sports fish in at least one of the big three reservoirs every year. The Corps should meet with the Missouri River Basin Association and other appropriate entities, such as the Missouri River Natural Resources Committee, tribal representatives, businesses, and associations during droughts to develop a schedule for unbalancing the big three reservoirs. It should also develop procedures for minimizing the impact to reservoirs that will have declining pool levels during low water inflow years.

■ Congress should increase the Corps' O&M budget for recreation and direct the Corps to end its policy of no new recreation development on Corps properties in the Missouri River basin.

■ To encourage more recreation development in the basin, Congress should change the Federal Water Project Recreation Act (PL 89-72) to reduce the cost-share burden for non-federal sponsors working on projects with the Corps.

■ Congress should change the Special Recreation Use Fees (16 MSC 4601) so that special user fees are added to a project's

existing budget and are not used as a substitute for appropriated funds.

■ Congress should recognize the importance of recreation to basin states and tribal entities and direct the Corps to give recreation meaningful consideration along with other uses of the river in its O&M activities and budget.

■ Congress should fund the development of a basinwide recreation plan that draws on the expertise of many of the people in the basin.

■ The Corps should meet with organized recreational interests

from throughout the basin to explore alternatives for improving O&M of existing recreational facilities. It should review its policies and revise those that do not encourage public and private entities to work with the Corps. Also, the Corps should seek authority to enter into contractual agreements with non-federal sponsors to operate Corps-owned recreational facilities.

■ The Corps should devise ways to encourage such things as public/private partnerships that wish to construct new and/or enhance existing recreational facilities within the entire river system.

■ Congress should appropriate funds to improve public access to the river in the lower basin. This may require acquisition of lands, continued development of a trail system in the river corridor, and the construction of additional boat ramps. Congress should also appropriate funds to improve public access to and facilities at the reservoirs in the upper basin. Recreationists need better road access to the reservoirs and the river; more boat ramps at all the reservoirs; low water access ramps; and additional campsites, fish cleaning stations and toilets at all the reservoirs.

■ The Corps, tribes, and other state and federal agencies should continue studying the effect of fluctuating reservoir levels on sport fisheries and recreation. The Corps should work with a committee of fishery and parks and recreation representatives from the basin's states and tribes on this study.

■ Congress should appropriate money to establish a recreation trust fund for the Missouri River that would pay for new recreation facilities and improve and maintain existing recreational facilities on the river system.

■ The Corps and other state and federal agencies should standardize measurements of recreation use and benefits. To accomplish this, the Corps should convene a meeting with state and tribal representatives to compare measurements used by various states and tribes.

■ Congress should appropriate disaster relief funds for those who suffer economic loss during droughts. The funds shall be used for such things as directly compensating marina

operators, extending boat ramps, and relocating recreational facilities which are currently on sites particularly vulnerable to droughts. Congress should direct appropriate agencies to establish standards for drought assistance relief for the basin.

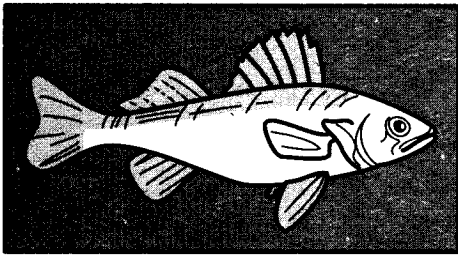
■ Private citizens and corporations should work with state historic preservation officials, tribal officials, the National Park Service, the Corps, and Congress to develop cultural and historical interpretive centers that celebrate the Missouri River's culture and history.

■ Federal and private lending institutions should provide insurance, low interest loans, federally guaranteed loans, subsidized loans, or underwriting so that private industry can finance new recreation developments along the Missouri River.

■ Minimum pool levels should be stated in terms of elevation, not million acre-feet.

■ Congress should fund and develop recreational navigation aides, maps, guides, and public safety measures like search and rescue teams for the reservoirs.





# Fish and Wildlife Recommendations

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The Missouri River Basin Association has developed the following list of recommendations to help recover the threatened and endangered species in the basin, prevent future listings of additional threatened or endangered species in the basin, and enhance the overall condition of the riverine ecosystem. One concern of those who support the fish community in the river system is the basin's water quality. The Environmental Assessment Plan developed by the Missouri River Natural Resources Committee (MRNRC) will help determine any changes to water quality and is an important component of any plan to support the basin's fish and wildlife.

The suggestions below rely primarily upon land acquisition and engineering to accomplish basinwide fish and wildlife objectives. The land acquisition projects will be from willing sellers only, and all the suggestions below will be implemented in a way that will protect nearby private property rights and productive farmland. The recommendations below will also achieve these objectives without destroying the navigation channel or other economic uses of the river system. Indeed, the basin's fish and wildlife representatives support such activities as navigation and bank stabilization as long as those activities are compatible with the conservation, restoration and enhancement of fish and wildlife resources.

■ State and federal agencies, in conjunction with private landowners, should develop and implement a strategic plan for habitat acquisition and restoration that prioritizes efforts as follows: a) prevents extinction of threatened and endangered species; b) prevents further decline of fish and wildlife that are at risk; and c) ensures that native Missouri River fish and wildlife resources are sustained in perpetuity. The plan could be facilitated by MRBA. The MRNRC could provide expertise to the process, as could the Fish and Wildlife Service and other agencies. The Corps could provide input and help with implementation of the strategic plan. The plan should determine a rough percentage of the

floodplain that needs to be acquired to help recover the river's threatened and endangered species, and other species at risk. An estimate of the quantity and types of habitats to be restored and acquired (sandbars, backwaters, chutes, etc.) should also be determined.

■ Congress should reauthorize and extend the authorization period for the Missouri River Bank Stabilization and Navigation Fish and Wildlife Mitigation Project. Congress should increase the targeted acreage and the authorized funding on a permanent basis for the program. Congress should also direct the Corps to prioritize this program in its yearly budget.

■ State and federal agencies should acquire a network of public lands distributed along the upper and lower Missouri River, and should restore or enhance those lands to improve fish and wildlife habitat, recreational values, and flood storage. These agencies should target acquisition to lands that are flood prone or that are poorly drained, and ensure restoration (e.g., chute restoration, levee removal) does not harm adjacent private property. Areas targeted for acquisition will be identified in the strategic restoration plan discussed in the first bullet in this section.

■ In order to avoid confusing potential participants in their programs, federal and state agencies should establish a



coordinated approach to land-owner payments for floodplain lands acquired for habitat restoration. Lands must be acquired from willing sellers only, and the new owners should have a policy of protecting for a period of time affected levee districts and local governments from revenue losses associated with conversion to public ownership. To accomplish this recommendation, MRBA needs to collect information on how each state addresses payments, and how federal funds for land acquisition are allocated to the states.

■ The Corps and other agencies should share information regarding successful habitat improvement strategies between its division and district offices. These agencies should put together a summary of successful habitat improvement projects in the Missouri and other river basins.

■ The Corps and other agencies should explore alternatives to the previously proposed spring rise to improve fish and wildlife habitat.

■ The Corps should lower or notch bank stabilization structures, increase in-channel sand bars, and restore water to chutes and backwaters. It should also enhance main channel border habitat (the area between the navigation channel and the high bank) by providing slow moving shallow water where possible, and increasing shallow water habitat behind point bars and in dike fields in selected areas below Ponca, Nebraska. The Corps and other federal and state agencies should determine the most flood-prone and otherwise suitable areas within the Missouri River floodplain to acquire and the best engineering practices to achieve specific fish and wildlife habitat objectives for each designated location. Congress should direct and fund the Corps and others to do what is needed to implement the study's recommendations. The same committee used to advise the Corps on the avoid and minimize program could advise the Corps on structural changes.

■ The Corps and other federal and state agencies should

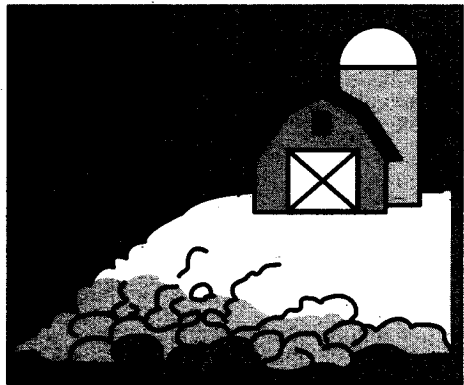
acquire and develop more off-channel fish and wildlife habitat.

■ Congress should appropriate funds to establish an environmental trust fund for the Missouri River.

■ Congress should authorize and appropriate funds for the Corps, the U.S. Fish and Wildlife Service and other federal and state agencies to study whether it is possible to use river flows to initiate spawning of native river fish species without harming other uses of the river system.

■ The Corps should work with the states and the U.S. Fish and Wildlife Service to investigate ways to address the water temperature issue for native river fish through such things as multi-level releases from the dams.

■ The Corps should work with the U.S. Fish and Wildlife Service and state fish and game agencies to study the feasibility of constructing fish passages around some of the Missouri River dams. Where appropriate, the Corps should construct and operate such passages.



# Agriculture and Bank Stabilization Recommendations

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The Missouri River floodplain is one of the most productive agricultural valleys in the world, and the Missouri River Basin Association considers farming to be the highest and best use of the vast majority of the floodplain. Some of the recommendations below are designed to protect these valuable farmlands in the Missouri River floodplain.

Bank stabilization helps protect existing and future uses of the floodplain including farming. It also helps protect the cultural resources of the river system. Bank stabilization can also change the hydrologic and ecological functions of the river system. The recommendations below are designed to stabilize sections of the river banks while improving habitat where possible, and help agencies provide adequate flood protection for the basin and avoid future flood damages.

Flood control is an important project purpose of the Missouri River dams and bank stabilization projects. Obviously, when the river rises, many low lying homes, businesses, tribal cultural and agricultural resources are at risk of flooding. The Missouri River Basin Association recommends that communities develop and enforce reasonable zoning and floodplain regulations that will control development within the floodplain and protect the high banks.

- The Corps should determine the specific effect each change to its Master Manual will have on agriculture.

- The Corps should convene a meeting of local bank stabilization groups, tribes and other landowners to determine high priority, primarily agricultural areas to protect.

- Protection of productive farmland and other uses of the floodplain is important and justifies bank stabilization activities, particularly if these efforts also provide environmental benefits. Therefore, Congress should direct the Corps to include bank stabilization into presentation of the Missouri River system's operation and maintenance budget.

- The Corps should provide high bank protection for the identified high priority areas in the river reaches between the reservoirs. The Corps can use the same committee representing navigation, fish and wildlife, and agricultural interests to help the Corps determine the most appropriate engineering practices to achieve both high bank protection and habitat improvements. In some cases it may be appropriate for the Corps to purchase from landowners the right to allow some lands to slough into the river.

- The Corps should also work with the National Park Service to provide high bank protection in the Missouri National Recreational River stretch between Yankton, SD and Ponca, NE. In

exchange, the affected landowners will be encouraged to voluntarily grant easements for a wildlife corridor between the high banks in these areas. Again, voluntary sloughing easements may be appropriate for some areas in this reach of the river.

- The Corps should undertake a study to determine how much sediment in the individual reservoirs comes from a) the river's banks, b) tributaries, and c) bed degradation. Such a study would help the Corps determine where it should focus its erosion control efforts. Also, the Corps should investigate the feasibility of preventing further bed degradation below all of the mainstem dams and below Ponca, Nebraska to

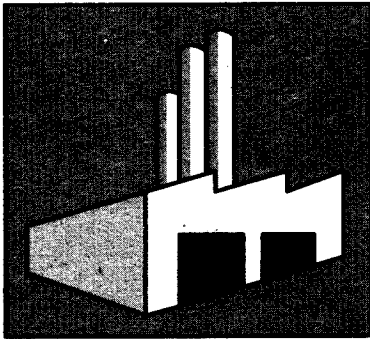
decrease the amount of water needed to fill the channel.

- The Corps should work with tribal entities to identify and protect the cultural resources of the tribes from erosion damage.

- The Missouri River levees should be brought to such levels that they would provide adequate protection to the existing protected agricultural areas and municipal facilities.

- The Corps should allow approved, privately funded

bank control projects and secure funding for additional bank control projects on the free-flowing reaches of the Missouri River. This will prevent the loss of high bottom land and reduce the formation of deltas in the reservoirs.



## Water Supply Recommendations

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A priority for water supply interests in the basin is to establish acceptable minimum summer and winter flows that will satisfy water supply needs and provide adequate water to cool thermal discharges from power generation facilities. Several million people rely on the Missouri River to provide their drinking water supplies. In addition,

the Missouri provides water for irrigation, thermal power plants, and a variety of other industrial needs. For these reasons, water supply is a high priority for the people of the Missouri basin. The following recommendations are designed to protect the ample supply of municipal and industrial water in the basin.

- Water suppliers, including municipal water providers, should develop plans to improve the efficiency and guarantee the continued operation of water intakes and capture systems during low water levels. This could help ensure adequate water supplies at lower flows.

- To support municipal and industrial uses along the entire river system, the Corps should maintain adequate reservoir releases to meet various down-

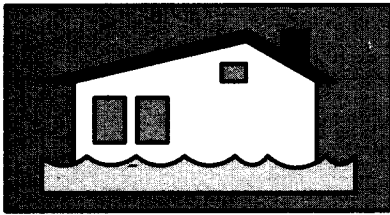
stream river stage targets, and water intakes should, in some cases, be lowered.

- The Missouri River Basin Association should develop a prior notification process for proposed significant diversions of water from the system.

- The Corps, tribes, and other state and federal agencies should work together to ensure safe water quality, and specifically, study the effect of low water on water quality. The

study should also look at modifying thermal standards for once-through-cooled power plants on the Missouri River.

- The Corps should work with the states and tribes to identify and establish minimum instantaneous flows below all main stem dams to protect water quality for water supply purposes. Such minimum flows would also supply benefits for aquatic life and other designated uses.



## Flood Control Recommendations

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Flood control is an important project purpose of the Missouri River dams and bank stabilization projects. Obviously, when the river rises, many low lying homes, businesses, and facilities are at risk of flooding. The recommendations below will help agencies continue to provide adequate flood protection for the basin and avoid future flood damages.

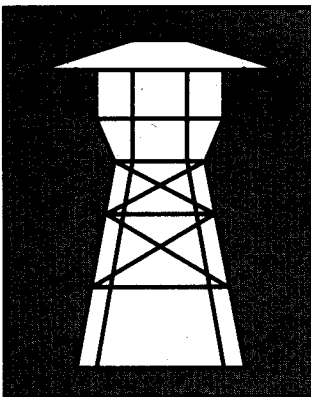
■ The Corps should support the maintenance of levees and bank stabilization to protect productive farmland and agricultural activities in the basin. Other flood-prone properties should also be protected or evacuated to prevent continued flood damage.

■ Federal agencies such as the Federal Emergency Management Agency should encourage evacuation of the floodplains

and acquire and relocate particularly flood-prone homes, businesses, and facilities where appropriate. Those flood-prone properties that are not evacuated should be better protected by strengthening the federal and private levee system. The Federal Emergency Management Agency should vigorously enforce the National Flood Insurance Program criteria to help minimize future flood damages.

■ The Corps' bank stabilization activities should protect existing uses of the floodplain, but local zoning should be adopted and enforced to minimize future flood damages to developments within the floodplain.

■ Federal agencies such as the National Weather Service should improve their weather and flood flow forecasting capabilities.



## Hydropower Recommendations

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Hydropower produces significant benefits to the basin from low cost, clean production of power. It may play an even more important role in the future as deregulation of the power industry encourages the production of more cheap, clean power.

■ The Corps, the Bureau of Reclamation, the Western Area Power Administration (WAPA), and other appropriate agencies

should explain the revenue/financing issues associated with hydropower in a way that can be understood by the states and

the public. If net revenues are proposed to be allocated other than as presently prescribed by law, the net revenues should be

reallocated within the basin. But steps should be taken to ensure that hydropower rates do not rise as a result.

- WAPA should allow for special consideration for main-stem Indian tribes when preference power allocation is made.

- Where cost effective to do so, partnerships should be developed to help improve the efficiency of existing turbines—especially during low pool

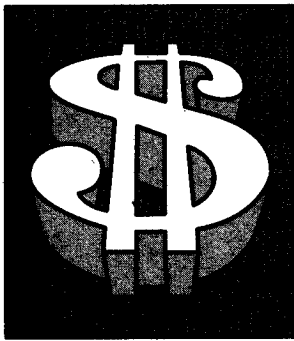
levels in the reservoirs—and to add additional capacity to the system.

- The Corps and WAPA should strive to meet demand without harming other uses of the river system such as fish and wildlife, recreation, or navigation.

- The Corps, working with WAPA, should use hydropower for peaking capacity, if it would be cost effective to do so.

- Power production and marketing authorities should develop cost effective, renewable power sources in addition to hydropower to augment power supplies and should encourage energy conservation by users.

- The Corps and WAPA should monitor the impact on the regional energy grid of lower hydropower production during low water conditions.



## Economic Development Plan

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Economic development is in the best interest of everyone in the basin. The types of industry the Missouri River can help promote include tourism and recreation, value-added agriculture, and industries that may take advantage of the river's navigation potential. By developing the river's potential, the basin's states and Indian tribes can begin using the river as a magnet to draw people and economic benefits to the basin.

- The Missouri River basin's states, Indian tribes, and other basin interests should prepare an economic development plan that would focus on ways to capitalize on the Missouri River's existing and untapped environmental, recreational, agricultural, and industrial resources. To design and develop the plan:

- The states and tribes should create an ongoing economic development committee to seek ways to promote the environmental, recreational, agricultural and industrial resources of

the basin. This committee should oversee the development and implementation of the economic development plan.

- The plan should include ways to promote tourism and recreation. It should develop strategies on how to take advantage of the upcoming celebration of Lewis and Clark's travels up the Missouri River, promote the basin's cultural and historical resources, and work with state and federal agencies to identify and promote wildlife habitat areas along the river.

- The plan should include ideas to improve the efficiency of navigation on the Missouri River; develop an interstate barge agreement among interested states; encourage new markets for western grain, coal and other products; and promote navigation as a way to attract industries which are compatible with other uses of the river.

- Congress should consider providing financial support to the states and tribes to develop such a plan for the Missouri River basin.

## **MRBA OFFICERS**

President: Bud Clinch, Director, Montana DNRC

Vice President: David Pope, Chief Engineer, Kansas Division of Water Resources

Secretary: Richard Bad Moccasin, Mni Sose Tribal Water Rights Coalition

Treasurer: Jeff Fassett, Wyoming State Engineer

## **OTHER STATE DIRECTORS**

David Sprynczynatyk, North Dakota State Engineer

Michael Jess, Director, Nebraska Department of Water Resources

Steve Mahfood, Director, Missouri Department of Natural Resources

Kevin Szcodronski, Iowa Department of Natural Resources

Nettie Myers, Secretary, South Dakota Department of Natural Resources

## **MRBA STAFF**

Richard H. Opper, Executive Director

Susan Risland, Associate Editor—Newsletter

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# **Missouri River Basin Association**

PO Box 301

Lewistown, MT 59457-0301

Phone (406) 538-4469

FAX (406) 538-4369

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